



To the Honorable Council
City of Norfolk, Virginia

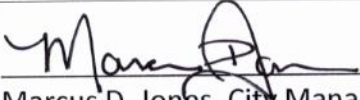
January 26, 2015

From: George M. Homewood, AICP, CFM, Planning Director

Subject: To amend Chapter 3, Goal 5 within *plaNorfolk2030*, to add and modify actions to support community-led redevelopment efforts in four "emerging districts" in the city, including the Chelsea Business District, the Downtown Arts District, Park Place, and Greater Norview/Five Points

Reviewed: 
Ronald H. Williams, Jr., Deputy City Manager

Ward/Superward: Citywide

Approved: 
Marcus D. Jones, City Manager

Item Number: **PH-3**

- I. **Staff Recommendation:** Approval.
- II. **Commission Action:** By a vote of **6 to 0**, the Planning Commission recommends **Approval**.
- III. **Request:** To add and amend the actions in *plaNorfolk2030* for four "emerging districts"
- IV. **Applicant:** City Planning Commission
- V. **Description:**
 - The proposed amendments will establish new sections in *plaNorfolk2030* for the Chelsea Business District and the Downtown Arts District and will modify actions in the existing Park Place and Greater Norview sections.
 - These amendments will provide additional guidance to staff, City Planning Commission, and City Council when considering proposals for these areas.
 - These amendments capture the spirit of a variety of development proposals, including the three Better Block events (Arts District, 35th Street, and Five Points) held in 2013-2014 and a small area plan created for Chelsea in 2014.

Staff point of contact: Jeremy Sharp at 823-1087, Jeremy.sharp@norfolk.gov

Attachments:

- Staff Report to CPC dated December 10, 2015 with attachments
- Proponents and Opponents
- Ordinance

Planning Commission Public Hearing: December 10, 2015

Executive Secretary: George M. Homewood, AICP, CFM

Staff: Jeremy E. Sharp, AICP

JS

Staff Report		Item No. 1
Applicant	City Planning Commission	
Request	Text Amendment	For amendments to Chapter 3, Goal 5 within <i>plaNorfolk2030</i> , to add and modify actions to support community-led redevelopment efforts in four "emerging districts" in the city, including Chelsea Business District, the Downtowns Arts District, Park Place, and Greater Norview/Five Points.

A. Summary of Request

- This agenda item is to update *plaNorfolk2030* to capture new visions that have emerged in select areas of the city.
 - The proposed amendments will establish new sections in Chapter 3 of *plaNorfolk2030* for the Chelsea Business District and the Downtown Arts District, and will modify action items in the existing Park Place and Greater Norview sections of Chapter 3.
 - These amendments will provide additional guidance to staff, City Planning Commission, and City Council when considering proposals for these areas.
- These amendments capture the spirit of a variety of development proposals advanced for 35th Street, Five Points, the Chelsea Business District, and the Downtown Arts District in recent years:
 - The Better Block group conducted community development efforts in the 35th Street area, the Five Points area, and the Downtown Arts District in 2013-2014, culminating in new visions for development and recommended policy changes.
 - A Virginia Commonwealth University student prepared a small area plan for the Chelsea Business District, in coordination with area residents and business leaders, in 2014.
- The City Planning Commission discussed potential plan amendments building on this new information during a September 2015 work session.
- In September and October 2015, detailed follow-up reports on the 35th Street and Five Points Better Block events were prepared and made available.
 - These reports expand on strengths and opportunities within the 35th Street corridor and the Five Points area, and provide detailed community visions for these areas.

B. Plan Consistency

The preparation of amendments such as these, driven by community-led planning efforts, is directly in keeping with Neighborhoods Goal 1 of *plaNorfolk2030*, which calls for enabling residents to take ownership of their neighborhoods.

C. Financial Impact

- The majority of the actions being added to *plaNorfolk2030* can be accomplished through existing resources.
 - Those actions that will require additional city resources generally reflect activities already underway that are simply being recognized as a part of *plaNorfolk2030*.
- The proposed amendments should help to make the emerging districts more viable for economic development.

D. Traffic Impact

The impact of the proposed amendments on the city's transportation networks should be minimal.

E. Impact on the Environment

The proposed actions should lead to improved stormwater management as individual parcels are redeveloped utilizing more efficient collection and treatment methods.

F. Communication Outreach/Notification

- The planning department sent letters summarizing the proposed amendments to Civic leagues and business groups within the boundaries of the Emerging Districts on October 20.
- Legal notification was placed in *The Virginian-Pilot* on November 26 and December 3

G. Recommendation

Staff recommends that the requested amendments to *plaNorfolk2030* be **approved**.

Attachments:

Proposed text

Proposed implementation table

Proponents and Opponents

Proponents

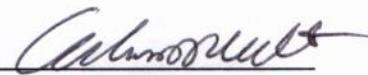
Mary Miller
7600 Gleneagles Road
Norfolk, VA 23505

Opponents

None

Form and Correctness Approved: 

Contents Approved: 

By 
Office of the City Attorney

By 
DEPT.

NORFOLK, VIRGINIA

ORDINANCE No.

AN ORDINANCE TO AMEND THE CITY'S GENERAL PLAN, PLANORFOLK2030, SO AS TO ADOPT GOALS AND ACTIONS TO SUPPORT REDEVELOPMENT IN FOUR EMERGING DISTRICTS WITHIN THE CITY.

- - -

BE IT ORDAINED by the Council of the City of Norfolk:

Section 1: That the general plan of Norfolk, plaNorfolk2030, shall be amended so as to adopted new goals and actions intended to support community-led redevelopment in the four emerging districts of Chelsea Business District, Downtown Arts District, Greater Norview/Five Points, and Park Place. The general plan is hereby amended as follows:

- (a) In Chapter 3, Goal 5, add new actions to Action N5.1 in order to support community-led redevelopment in the Chelsea Business District. The new actions, with associated map, shall read as set forth in "Exhibit A," attached hereto.
- (b) In Chapter 3, Goal 5, add new actions to Action N5.1 in order to support community-led redevelopment in the Downtown Arts District. The new actions, with associated map, shall read as set forth in "Exhibit B," attached hereto.
- (c) In Chapter 3, Goal 5, modify Actions N5.1.11(a) and N5.1.11(f) and add new actions N5.1.11(g) through (j). The amended and new actions, with associated map, shall read as set forth in "Exhibit C," attached hereto.
- (d) In Chapter 3, Goal 5, modify Action N5.1.17(c) and add new actions N5.1.17(i) through (k). The amended and new actions, with associated map, shall read as set forth in "Exhibit D," attached hereto.

- (e) In Chapter 3, Goal 5, modify the map for Greater Ghent to remove the Chelsea Business District. The map shall appear as set forth in "Exhibit E," attached hereto.
- (f) In Chapter 3, Goal 5, modify the map for the Downtown Area to remove the Downtown Arts District. The map shall appear as set forth in "Exhibit F," attached hereto.
- (g) In Chapter 13, "Implementing plaNorfolk2030," amend the several rows and all information contained in those rows in conjunction with the amendments and adjustments indicated above as set forth in "Exhibit G," attached hereto.

Section 2:- The Council hereby finds that this general plan amendment is required by public necessity, convenience, general welfare, or good zoning practice.

Section 3:- That this ordinance shall be in effect from the date of its adoption.

ATTACHMENTS:

Exhibit A (1 page)
Exhibit B (1 page)
Exhibit C (1 page)
Exhibit D (1 page)
Exhibit E (1 page)
Exhibit F (1 page)
Exhibit G (3 pages)

Exhibit A

Action N5.1.x. Implement the following actions for the **Chelsea Business District** area.

- N5.1.x(a). Create a pedestrian and bicycle friendly streetscape by improving sidewalks and lighting, installing new pedestrian-scale signage, benches, trash receptacles, and bike racks, and enhancing crosswalks and sharrows/bicycle lanes where appropriate.
- N5.1.x(b). Focus short-term streetscape improvements on the west side of Orapax Avenue, emphasizing its role as the primary pedestrian corridor into the business district.
- N5.1.x(c). Consider extending the Enterprise Zone to include the Chelsea Business District.
- N5.1.x(d). Consider zoning modifications to support the development of vendors and pop-up businesses.
- N5.1.x(e). Encourage the re-use of existing vacant buildings.
- N5.1.x(f). Consider changing the zoning designations of industrially-zoned properties utilized for commercial or residential purposes to better reflect current and potential uses.
- N5.1.x(g). Support neighborhood efforts to make the Chelsea Business District a testing ground for innovative sustainability approaches, such as wind and solar energy installations, rain gardens, and other similar methods.
- N5.1.x(h). Support the placement of public art throughout the business district, with an emphasis on wayfinding.

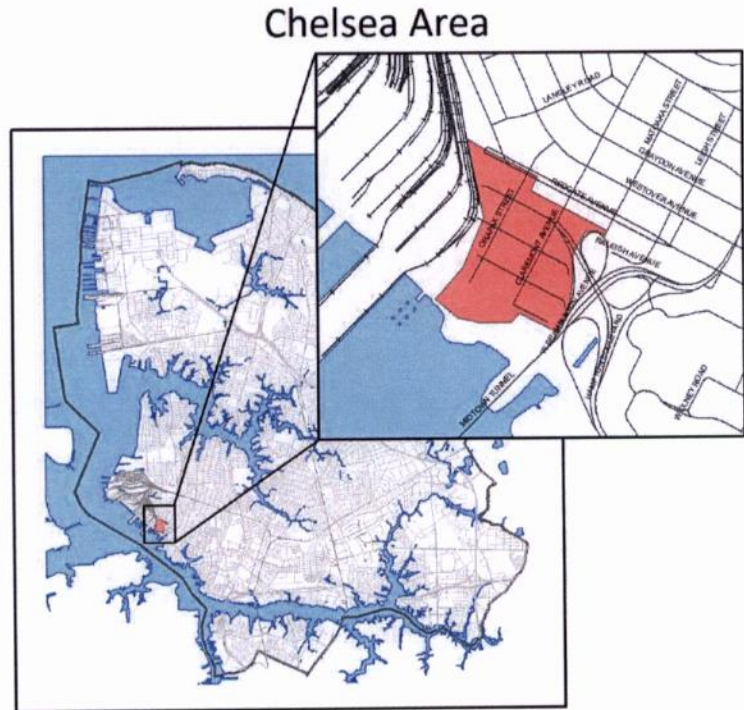


Exhibit B

Action N5.1.X. Implement the following actions for the Downtown Arts District.

- N5.1.x(a). Create a pedestrian and bicycle friendly streetscape by improving sidewalks, installing new pedestrian-scale lighting and landscape planting areas, enhancing crosswalks and sharrows/bicycle lanes, and reducing speed limits where appropriate.
- N5.1.x(b). Consider converting two travel lanes of W. Virginia Beach Boulevard between Granby Street and Boush Street to on-street parking defined by landscaping.
- N5.1.x(c). Evaluate options for re-configuring or redeveloping the Harrison Opera House parking lot to create a more active, green street edge along W. Virginia Beach Boulevard.
- N5.1.x(d). Consider re-configuring Monticello Avenue to create new on-street parking areas that could potentially double as spaces for pop-up retail or a farmer's market.
- N5.1.x(e). Create gateways to the district at the intersections of Granby Street with Brambleton Avenue and Virginia Beach Boulevard, Llewellyn Avenue with W. Virginia Beach Boulevard, and E. Olney Road with Monticello Avenue and St. Paul's Boulevard.
- N5.1.x(f). Explore the possibility of transforming Magazine Lane into a small-scale market street and central square for the district.
- N5.1.x(g). Encourage the re-use of existing buildings and the development of new buildings on excess surface parking.
- N5.1.x(h). Support the development of innovative art installations.
- N5.1.x(i). Consider zoning modifications to support the development of artist studios and arts entertainment venues, vendors and pop-up businesses, and artist housing.

Downtown Arts District Area

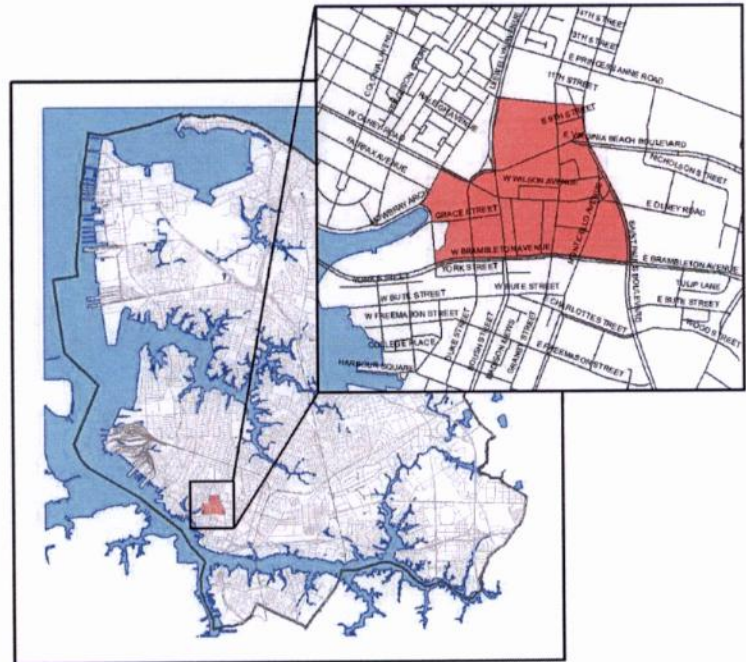


Exhibit C

Action N5.1.11. Continue to implement the following actions for the **Greater Norview/Five Points** area.

- N5.1.11(a). Work to attract new businesses to the district that would improve pedestrian use of Sewells Point Road, as indicated by an area market study.
- N5.1.11(b). Encourage the improvement of the existing post office and its parking lot.
- N5.1.11(c). Evaluate the traffic pattern at the interchange of Chesapeake Boulevard with Interstate 64.
- N5.1.11(d). Working with property owners, create opportunities for commercial redevelopment in Five Points through land assembly and acquisition.
- N5.1.11(e). Study and implement traffic circulation improvements on Chesapeake Boulevard, north of the Five Points intersection, to improve safety, access, and circulation for commercial properties.
- N5.1.11(f). Implement the streetscape plan for Sewell's Point Road to improve pedestrian safety and provide an attractive environment for development of neighborhood-serving commercial establishments, such as lighting, plantings, and signage.
- N5.1.11(g). Evaluate the effectiveness of the PCO to and amend as needed to best fit the needs of future neighborhood development.
- N5.1.11(h). Evaluate the need and potential locations for a city parking facility to provide additional parking for area businesses.
- N5.1.11(i). Consider modifying code requirements to encourage economic development and the reuse of vacant structures.
- N5.1.11(j). Evaluate the potential for converting Hugo Street from a one way to a two way street.

Greater Norview/Five Points Area

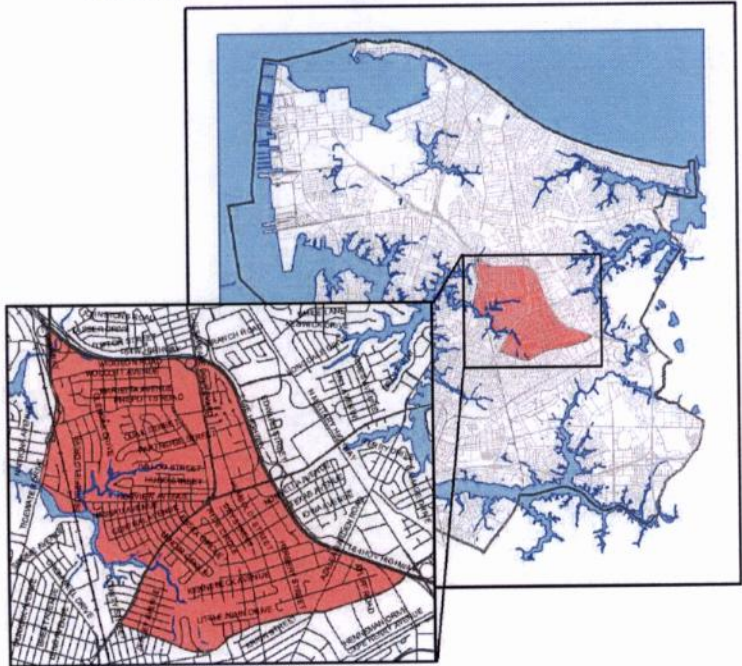


Exhibit D

Action N5.1.17. Continue to implement the following actions for the **Park Place** area.

- N5.1.17(a). Do not permit fast food restaurants with drive-throughs and businesses that sell alcohol for off premise consumption.
- N5.1.17(b). Evaluate the potential conversion of Llewellyn and Colonial Avenues to 2-lane roadways with raised medians.
- N5.1.17(c). Develop and implement streetscape plans for 35th Street, Granby Street, Colonial Avenue, and Llewellyn Avenue that support enhanced pedestrian activity and safety.
- N5.1.17(d). Work with Norfolk Public Schools to evaluate the creation of an early childhood center at the Monroe Elementary School site.
- N5.1.17(e). Promote the transition of Colonial Avenue between the railroad tracks and W. 26th Street from predominantly industrial uses to a mixture of commercial, office, and residential uses.
- N5.1.17(f). Ensure that all new development and substantial redevelopment along Colonial Avenue between the railroad tracks and W. 26th Street provides an active streetscape by providing buildings set back no more than 10 feet from the right-of-way line with substantial first floor transparency, locating parking areas to the side or rear of buildings and screening parking areas that must be located adjacent to the right-of-way, and by limiting uses to those of a pedestrian-oriented nature.
- N5.1.17(g). Promote the transition of Granby Street between the railroad tracks and 29th Street from predominantly industrial uses to a mixture of commercial, office, and residential uses.
- N5.1.17(h). Ensure that all new development and substantial redevelopment along Granby Street between the railroad tracks and 29th Street provides an active streetscape by providing buildings set back no more than 10 feet from the right-of-way line with substantial first floor transparency, providing building facades of at least two stories along Granby Street, locating parking areas to the side or rear of buildings and screening parking areas that must be located adjacent to the right-of-way, by providing street trees or other similar landscaping between the sidewalk and the road, and by limiting uses to those of a pedestrian-oriented nature.
- N5.1.17(i). Continue efforts to promote economic development by supporting business education and networking opportunities.
- N5.1.17(j). Monitor the availability and location of automobile parking on the 35th Street Corridor.
- N5.1.17(k). Evalaute the need for traffic calming measures along the 35th St. Corridor.

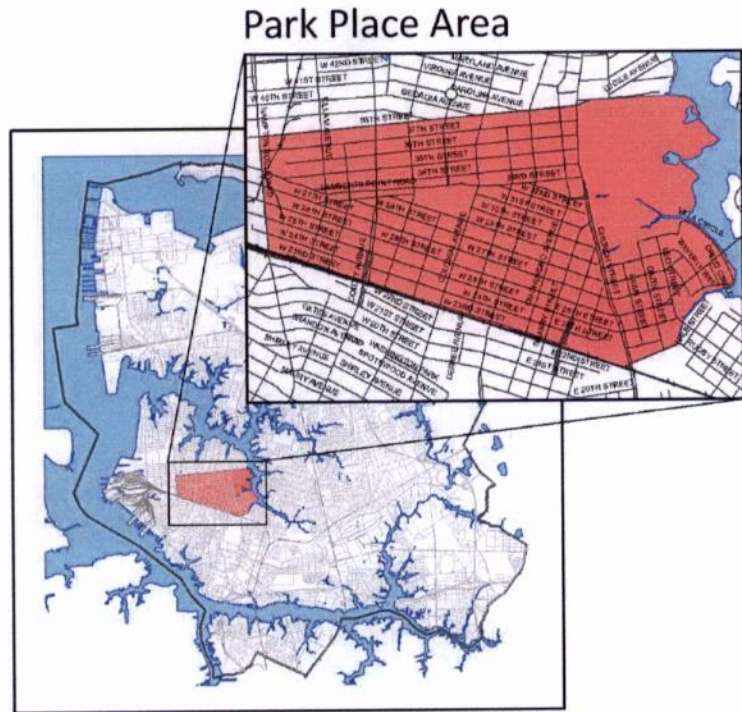
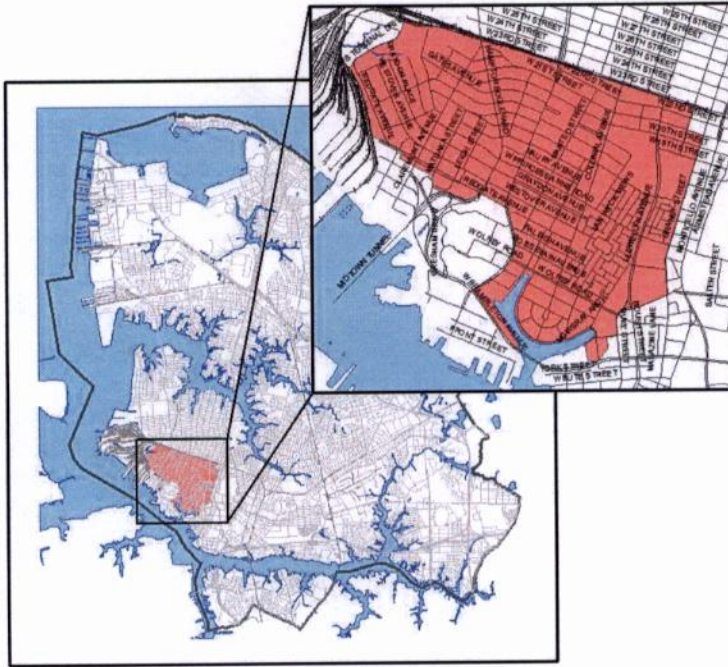


Exhibit E

Greater Ghent Area



Downtown Area

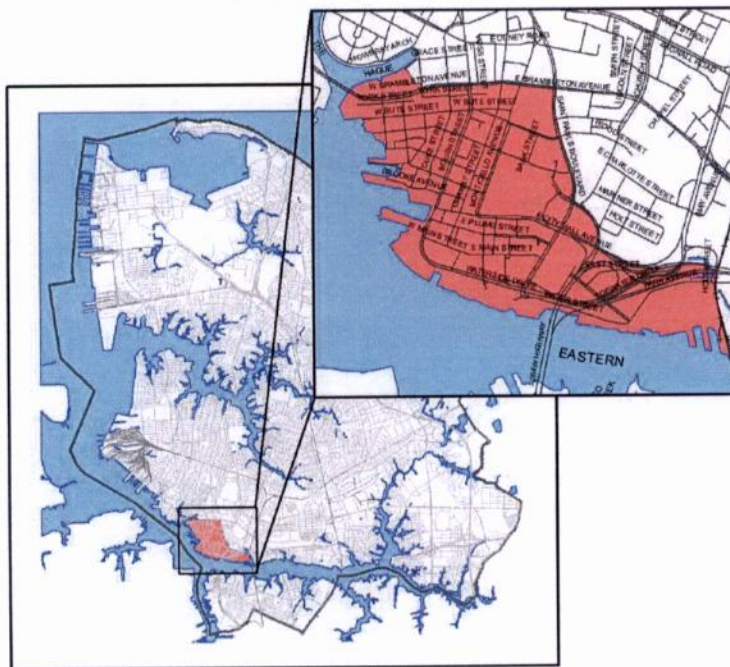


Exhibit G

Table IP-1. Implementation Matrix

IMPLEMENTATION ITEM	ACTION	LEAD RESPONSIBILITY	TIMEFRAME FOR COMPLETION	COST CATEGORY	COMMENTS
Neighborhoods Goal 5. Continue the implementation of area plans.					
	N5.1.x	Implement the following actions in the Chelsea Business District area.			
	Chelsea Business District	N5.1.x(a). Create a pedestrian and bicycle friendly streetscape by improving sidewalks and lighting, installing new pedestrian-scale signage, benches, trash receptacles, and bike racks, and enhancing crosswalks and sharrows/bicycle lanes where appropriate.	PW	*	Part of work program for T1.3.1.
		N5.1.x(b). Focus short-term streetscape improvements on the west side of Orapax Avenue, emphasizing its role as the primary pedestrian corridor into the business district.	PW	*	Part of work program for T1.3.1.
		N5.1.x(c). Consider extending the Enterprise Zone to include the Chelsea Business District.	Development	Immediate	Existing Resources
		N5.1.x(d). Consider zoning modifications to support the development of vendors and pop-up businesses.	Planning	*	Part of work program for LU1.2.1.
		N5.1.x(e). Encourage the re-use of existing vacant buildings.	Development	Ongoing	Existing Resources
		N5.1.x(f). Consider changing the zoning designations of industrially-zoned properties utilized for commercial or residential purposes to better reflect current and potential uses.	Planning	*	Part of work program for LU1.2.1.
		N5.1.x(g). Support neighborhood efforts to make the Chelsea Business District a testing ground for innovative sustainability approaches, such as wind and solar energy installations, rain gardens, and other similar methods.	PW; RPOS; Planning	Ongoing	Existing Resources
		N5.1.x(h). Support the placement of public art throughout the business district, with an emphasis on wayfinding.	CF	Ongoing	Up to \$100,000
	N5.1.x	Implement the following actions in the Downtown Arts District area.			
	Downtown Arts District	N5.1.x(a). Create a pedestrian and bicycle friendly streetscape by improving sidewalks, installing new pedestrian-scale lighting and landscape planting areas, enhancing crosswalks and sharrows/bicycle lanes, and reducing speed limits where appropriate.	PW	*	Part of work program for T1.3.1.
		N5.1.x(b). Consider converting two travel lanes of W. Virginia Beach Boulevard between Granby Street and Boush Street to on-street parking defined by landscaping.	PW	Mid-Term	Over \$1 Million
		N5.1.x(c). Evaluate options for re-configuring or redeveloping the Harrison Opera House parking lot to create a more active, green street edge along W. Virginia Beach Boulevard.	CF	Mid-Term	Over \$1 Million
		N5.1.x(d). Consider re-configuring Monticello Avenue to create new on-street parking areas that could potentially double as spaces for pop-up retail or a farmer's market.	PW	Mid-Term	Over \$1 Million
		N5.1.x(e). Create gateways to the district at the intersections of Granby Street with Brambleton Avenue and Virginia Beach Boulevard, Llewellyn Avenue with W. Virginia Beach Boulevard, and E. Olney Road with Monticello Avenue and St. Paul's Boulevard.	ND; RPOS	Short-Term	\$250,000 to \$1 Million
		N5.1.x(f). Explore the possibility of transforming Magazine Lane into a small-scale market street and central square for the district.	PW	Mid-Term	Over \$1 Million
		N5.1.x(g). Encourage the re-use of existing buildings and the development of new buildings on excess surface parking.	Development	Ongoing	Existing Resources
		N5.1.x(h). Support the development of innovative art installations.	CF	Ongoing	Up to \$100,000
		N5.1.x(i). Consider zoning modifications to support the development of artist studios and arts entertainment venues, vendors and pop-up businesses, and artist housing.	Planning	*	Part of work program for LU1.2.1.
	N5.1.11	Continue to implement the following actions for the Greater Norview/Five Points area.			

Exhibit G

Table IP-1. Implementation Matrix

IMPLEMENTATION ITEM		ACTION	LEAD RESPONSIBILITY	TIMEFRAME FOR COMPLETION	COST CATEGORY	COMMENTS
Outcome N5.1. Support for the following actions in designated areas.	Greater Norview/Five Points	N5.1.11(a). Work to attract new businesses to the district that would improve pedestrian use of Sewells Point Road, as indicated by an area market study.	Development	Ongoing	Existing Resources	
		N5.1.11(b). Encourage the improvement of the existing post office and its parking lot.	IGR	Ongoing	Existing Resources	
		N5.1.11(c). Evaluate the traffic pattern at the interchange of Chesapeake Boulevard with Interstate 64.	PW	Mid-Term	\$250,000 to \$1 Million	
		N5.1.11(d). Working with property owners, create opportunities for commercial redevelopment in Five Points through land assembly and acquisition.	Development	Long-Term	Several Million	
		N5.1.11(e). Study and implement traffic circulation improvements on Chesapeake Boulevard, north of the Five Points intersection, to improve safety, access, and circulation for commercial properties.	PW	Mid-Term	Several Million	
		N5.1.11(f). Implement the streetscape plan for Sewell's Point Road to improve pedestrian safety and provide an attractive environment for development of neighborhood serving commercial establishments, such as lighting, plantings, and signage.	PW; RPOS	Mid-Term	Over \$1 Million	
		N5.1.11(g). Evaluate the effectiveness of the PCO to and amend as needed to best fit the needs of future neighborhood development.	Planning	Short-Term	Existing Resources	
		N5.1.11(h). Evaluate the need and potential locations for a city parking facility to provide additional parking for area businesses.	PW; Development	Short-Term	Several Million	
		N5.1.11(i). Consider modifying code requirements to encourage economic development and the reuse of vacant structures.	Planning	*	*	Part of work program for LU1.2.1.
		N5.1.11(j). Evaluate the potential for converting Hugo Street from a one way to a two way street.	PW	Mid-Term	Several Million	
	N5.1.17	Continue to implement the following actions for the Park Place area.				
	Park Place	N5.1.17(a). Do not permit fast food restaurants with drive-throughs and businesses that sell alcohol for off-premise consumption.	Planning	Ongoing	Existing Resources	
		N5.1.17(b). Evaluate the potential conversion of Llewellyn and Colonial Avenues to 2-lane roadways with raised medians.	PW	Mid-Term	Over \$1 Million	
		N5.1.17(c). Develop and implement streetscape plans for 35th Street Granby Street, Colonial Avenue, and Llewellyn Avenue that support enhanced pedestrian activity and safety.	RPOS; PW; Planning	Short-Term	Several Million	
		N5.1.17(e). Promote the transition of Colonial Avenue between the railroad tracks and W. 26th Street from predominantly industrial uses to a mixture of commercial, office, and residential uses.	Planning; Development	Ongoing	Existing Resources	
		N5.1.17(f) Ensure that all new development and substantial redevelopment along Colonial Avenue between the railroad tracks and W. 26th Street provides an active streetscape by providing buildings set back no more than 10 feet from the right-of-way line with substantial first floor transparency, locating parking areas to the side or rear of buildings and screening parking areas that must be located adjacent to the right-of-way, and by limiting uses to those of a pedestrian-oriented nature.	Planning	Ongoing	Existing resources	
		N5.1.17(g) Promote the transition of Granby Street between the railroad tracks and 29th Street from predominantly industrial uses to a mixture of commercial, office, and residential uses.	Planning; Development	Ongoing	Existing Resources	

* Cost for this action included in another action as noted under comments.

Exhibit G

Table IP-1. Implementation Matrix

IMPLEMENTATION ITEM	ACTION	LEAD RESPONSIBILITY	TIMEFRAME FOR COMPLETION	COST CATEGORY	COMMENTS
	N5.1.17(h) Ensure that all new development and substantial redevelopment along Granby Street between the railroad tracks and 29th Street provides an active streetscape by providing buildings set back no more than 10 feet from the right-of-way line with substantial first floor transparency, providing building facades of at least two stories along Granby Street, locating parking areas to the side or rear of buildings and screening parking areas that must be located adjacent to the right-of-way, by providing street trees or other similar landscaping between the sidewalk and the road, and by limiting uses to those of a pedestrian-oriented nature.	Planning	Ongoing	Existing resources	
	N5.1.17(i). Continue efforts to promote economic development by supporting business education and <u>networking opportunities</u> .	PW	Ongoing	Existing Resources	
	N5.1.17(j). Monitor the availability and location of <u>automobile parking on the 35th Street Corridor</u> .	PW; Planning	Ongoing	Existing Resources	
	N5.1.17(k). Evaluate the need for traffic calming measures along the 35th St. Corridor.	PW	Short-Term	Up to \$100,000	